



RESEARCH REPORT

Catalog number	98-006
Date:	January 7, 1998
Subject:	New Justice Court Precincts and Options for Co-location
To:	David Smith, County Administrative Officer
From:	Sandi Wilson, Chief Resource Officer
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ISSUES

Does Maricopa County need additional Justice Court precincts and, if so, how many? What are the costs and benefits of different options for co-locating the Justice Courts or otherwise streamlining criminal case processing, and how do these options impact the costs of establishing new precincts?

BACKGROUND

The Maricopa County Justice Court system currently consists of 21 Justice Courts at 19 locations, and has a budget of \$12,272,448; \$11,949,278 is supported by the General Fund. Justices of the Peace and Constables are independently elected from their respective precincts and serve four-year terms of office.

The Justices of the Peace have recently asked the Board of Supervisors to fund five new Justice of the Peace precincts, which would also include five new constables, facilities, and support staff. The request came in an effort to address excessive caseloads in certain precincts as evidenced by high "judicial productivity credit" counts, which the County is mandated to keep under 1,200 per precinct. The last new precincts were established in 1991, when the Board of Supervisors created three, bringing the total number of precincts to the present 21.

Justice Court issues have also come into discussion in regard to planning for expansion of the County's jail system. The jail planning consultant retained by the County to assist the Citizen's Advisory Committee on Jail Planning recommended co-locating Justice Courts from their current 19 separate locations into several regional centers in order to reduce forecasted jail population growth and demand for future construction. The consultant estimated that the number of new jail beds needed could be reduced by 1,820 jail beds by maintaining inmates' average length of stay (ALOS) in jail at 20.9 days by reducing delays in the criminal justice process. The consultant concluded, based on a preliminary analysis, that fully half the reduction in delays, and the resulting reduction in needed jail beds, would result from Justice Court co-location alone.

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It is important to note that the jail master plan recommended by the Citizens' Advisory Committee and approved by the Board of Supervisors assumes that these changes will be made; if they are not, the County will have to plan on building more new jail beds.

The jail planning consultant's recommendations were based on research and analysis conducted by County and Court staff within the last five years. Most recently, in 1995, the Office of Management and Budget (OMB) submitted a research report to the Presiding Judge of the Superior Court that outlined the benefits of co-location and recommended that the County begin to move in that direction. However, OMB's analysis at that time quantified only costs and benefits internal to the Justice Courts; potential efficiencies for the criminal justice system as a whole were identified, but not analyzed in depth.

Given the request for new Justice Court precincts and the need for a more detailed analysis of the potential system-wide benefits of co-location, the County Administrative Officer directed the Criminal Justice Coordinator to form a work group composed of staff from Justice Courts Administration, all other affected criminal justice agencies, OMB and the Office of the CIO; the Justices of the Peace also took part in many of the discussions. In addition to the co-location work group, the Elections Department was asked to prepare alternative plans for redrawing precinct lines that meet the County's needs and mandates while minimizing the number of new courts. ***This report presents OMB's conclusions and recommendations, based on the information and analysis of the work group, along with a forecast of Justice Court workload prepared by OMB staff.***

Judicial Productivity Credits

Justice of the Peace workload is *legally* measured (according to A.R.S. §22-125) in terms of *judicial productivity credits* (JPC's). JPC's are calculated by dividing a Justice of the Peace's total number of cases filed by 10, with the exception of civil traffic cases, which are divided by 60. JPC's were originally intended as a means to establish JP's salaries. Justices of the Peace are paid a percentage of salary of a Superior Court Judge based on their number of JPC's; the maximum salary requires a minimum of 500 per year. According to Arizona Supreme Court staff, JPC's were intended to measure a "full-time" work schedule. Currently, only the three rural precincts in Maricopa County are under 500 JPC's; all the other precincts are at nearly 1,000 or more JPC's per year.

The JPC statute was updated in 1990, at which time a maximum number of JPC's per precinct was set at 1,200. By law, once a precinct reaches this limit the Board of Supervisors must act to reduce the JPC count, either by creating new precincts or by re-districting in order to redistribute the excess JPC's to other precincts.

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Judicial Productivity Credits were not originally intended to gauge public need, and should not be confused as such. JPC's are merely a measure of a Justice of the Peace's workload used to establish his or her salary. The statutory JPC limit does not consider all the complexities that should be evaluated when reviewing the workload of a Justice Court, such as the use of appointed Justices of the Peace *pro tempore* and various efficiencies created through automation and process re-engineering.

Currently, some high-volume precincts employ Justices of the Peace *pro tempore* to handle a portion of their caseload. In those precincts, the JPC count cannot truly indicate the workload of the actual Justice of the Peace elected in that precinct. For example, if a precinct with 1,500 JPC's also employs two Justices of the Peace *pro tempore* that together handle 500 of those JPC's, the elected Justice of the Peace will only handle 1,000 of them. In such a case, despite the legal limit of 1,200, while additional administrative help may be necessary, a new Justice of the Peace may not be truly needed.

DISCUSSION

The following discussion is in two parts; the first section presents OMB's forecast of county-wide Judicial Productivity Credits over the next five years and the resulting legal requirement for new precincts, while the second section outlines several options for future location of the Justice Courts and related measures to streamline criminal case processing.

JPC Projections

OMB developed a forecast of JPC's for Maricopa County by relating historical JPC counts to population growth. The forecast model includes a one-year lag in JPC increases related to population growth. In estimating the forecast, JPC data for 1993 was replaced with the average of 1992 and 1994 data, because the 1993 JPC count was unusually low due to unusual factors that cannot be forecasted. The forecast model suggests that JPC's in total for Maricopa County will increase by more than 3.5% per year in the next two years, declining to less than 3% per year thereafter as population growth slows. Nonetheless, JPC's are difficult to forecast because they are influenced by many unpredictable factors, such as new freeway openings and possible expansion of Justices of the Peace jurisdiction in civil cases.

Forecasted JPC's were divided by 1,200 to indicate the base number of precincts required by law. However, the base number was increased by 2 precincts each year to correct for the three outlying precincts, Buckeye, Gila Bend, and Wickenburg, which have low JPC counts but thus far have not been used to absorb additional JPC's from the

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metropolitan precincts. If we assume that it is not necessary to maintain these counts the number of courts needed is lower.

Forecasted Judicial Productivity Credits for Maricopa County

	1996	1997	FORECAST					
			1998	1999	2000	2001	2002	2003
JPC's	21,405	23,281	24,133	25,029	25,784	26,561	27,332	28,114
% Inc.	4.75%	8.76%	3.66%	3.71%	3.02%	3.01%	2.90%	2.86%
Pop. (Mil.)	2.63	2.72	2.80	2.88	2.95	3.03	3.10	
% Inc.	7.34%	3.31%	3.00%	2.72%	2.59%	2.54%	2.47%	
Base Precincts	18	19	20	21	21	22	23	23
Add. for Outlying	2	2	2	2	2	2	2	2
TOT. REQUIRED	20	21	22	23	23	24	25	25
Actual Precincts	21	21	21	21	21	21	21	21
Over/(Under)	1	0	-1	-2	-2	-3	-4	-4

The forecast indicates that the County is only reaching JPC limits now, but should create two new precincts to accommodate projected growth over the next two years. By 2003, two more Justice Courts may be needed if current trends continue. *Unless factors other than caseload dictate precinct boundaries, it should be possible to comply with the law by re-districting and creating only two precincts, not the five requested by the Justices of the Peace. If the County could combine the outlying Justice Courts (Buckeye, Gila Bend and Wickenburg) there would not be a JPC problem.*

Options for Future Justice Court Location and Streamlining Procedures

Following is a description of where justice courts are presently located, how they handle criminal cases, and the resulting impacts on the rest of the criminal justice system, along with analyses of the costs and benefits of several options for change. Four options are presented, in order by the degree of change each one entails. Each option builds on the changes made in the previous option. The four options are as follows:

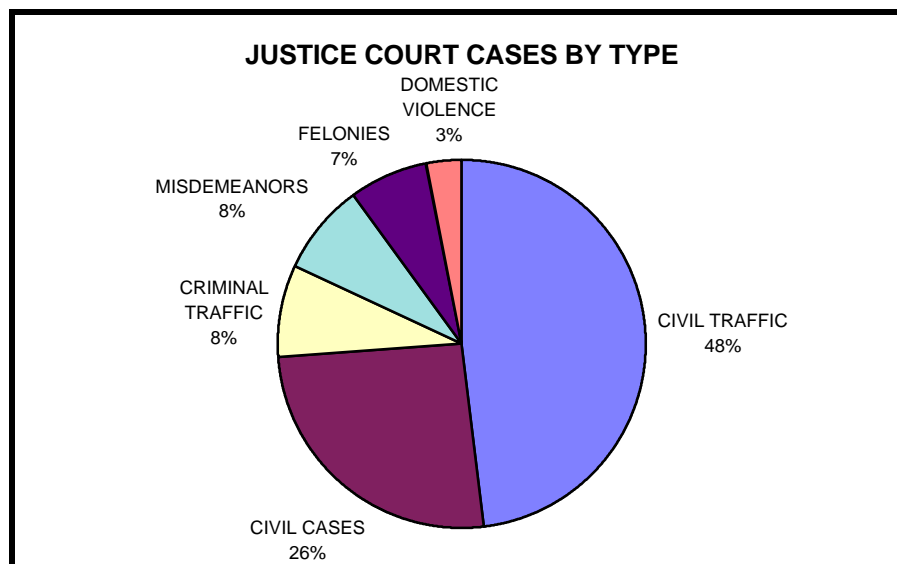
- Retain individual Justice Court sites, make only procedural changes and system enhancements.
- Co-locate the Justice Courts into several regional centers.
- Co-locate the Justice Courts and coordinate caseloads and calendaring.
- Establish several regional Superior Court centers to conduct felony Preliminary Hearings.

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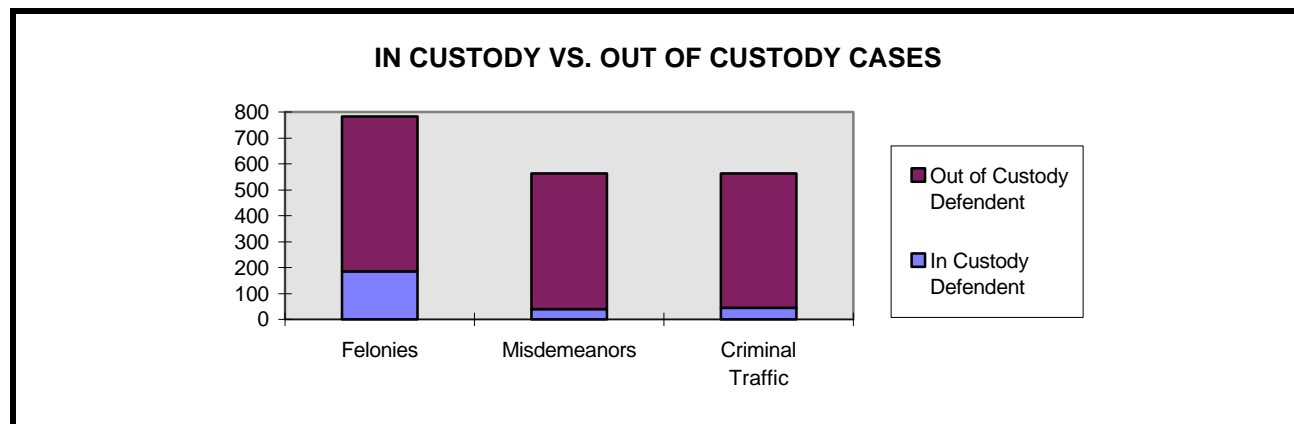
Current System

Justice Courts operate independently and have geographical boundaries established by the Board of Supervisors that follow voting precincts. Generally speaking, Justice of the Peace precincts are larger than city or town limits and typically incorporate an entire city/town and pieces of other communities. While most precincts in Maricopa County incorporate the name of a community into their titles, they are County courts, not city courts; most cities and towns operate their own municipal courts that handle many of the same types of cases, including civil traffic and misdemeanors.

Justice Courts hear traffic cases and certain civil and criminal cases. Furthermore, they can issue search warrants and handle domestic violence and harassment cases. Their civil jurisdiction is limited to cases involving claims of \$5,000 or less. The following tables shows the Justice Courts caseloads and in custody/out of custody:



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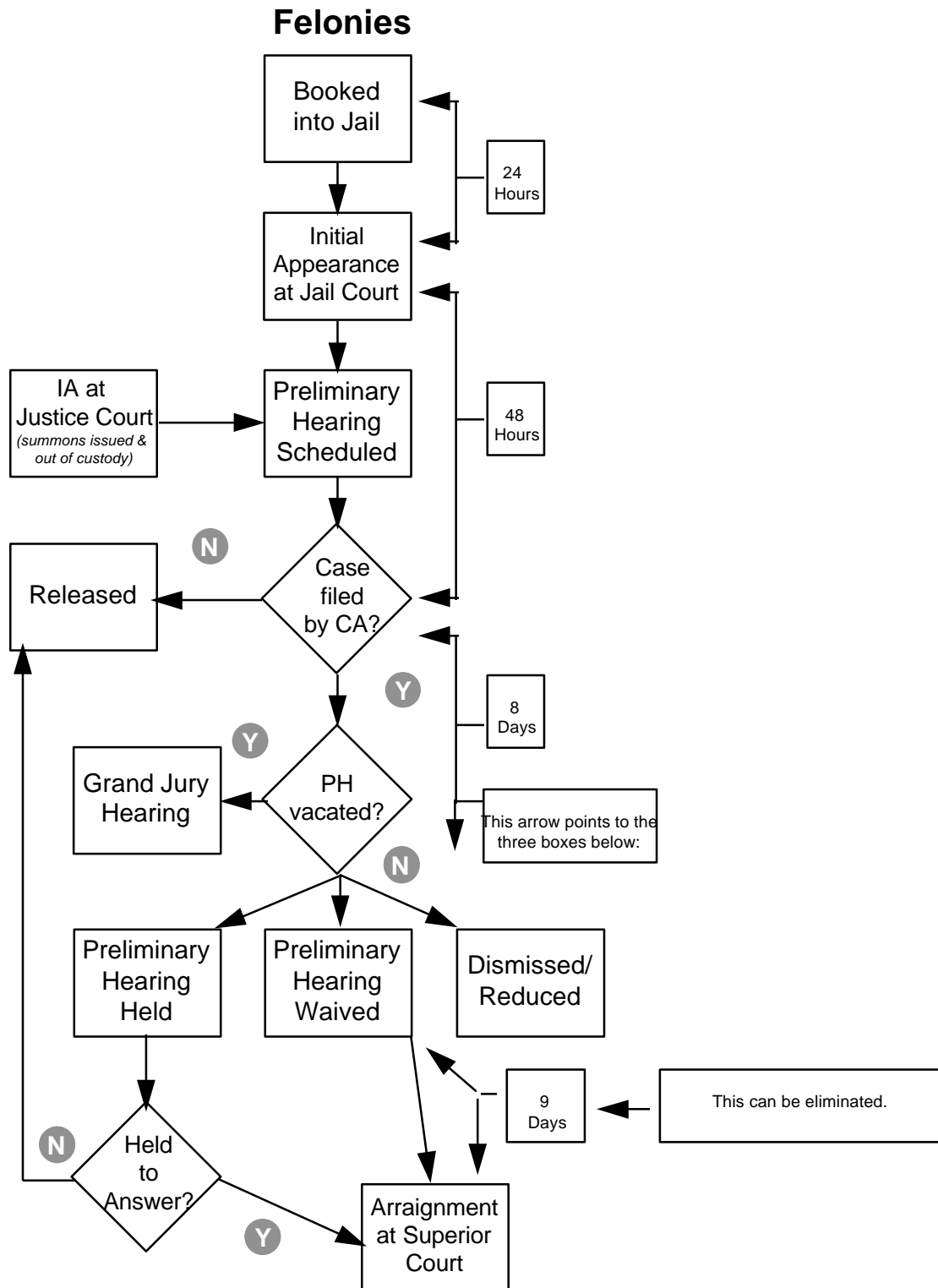
Each Justice Court maintains its own court calendar. For all criminal proceedings, staff from other County criminal justice agencies must send staff to each Justice Court (The County Attorney sends the equivalent of 25 attorneys, the Public Defender sends about 16 attorneys and the Sheriff's Office deploys about 8 detention officers.)

The County Attorney staff must appear for all felonies, misdemeanors, and criminal traffic cases, while Public Defenders appear for 91% of all felonies, certain criminal traffic and misdemeanor cases. The Sheriff's Office sends staff to the Justice Courts when in-custody inmates must appear for court proceedings. Having 21 different court calendars strains the resources of each of these departments. The table below estimates the cost for each department under the current Justice Courts system.

SUMMARY OF ESTIMATED COSTS BY DEPARTMENT FOR THE CURRENT JUSTICE COURTS SYSTEM FY 1997-98						
	A Justice Courts	B Constables' Office	C County Attorney	D Public Defender	E Sheriff's Office	Total System Costs
Costs	\$ 12,272,448	\$ 1,287,570	\$ 1,815,436	\$ 1,005,461	\$ 561,826	\$ 16,942,741
A. Represents the Justice Courts entire FY 1997-98 operating budget. B. Represents the Constables' entire FY 1997-98 operating budget. C. This estimate includes attorneys' salaries, support staff, and supplies/services. D. This estimate includes attorneys' salaries, support staff, and supplies/services. E. Represents the Sheriff's Office justice courts transportation budget.						

The following chart outlines the flow of felony cases through the Justice Courts.

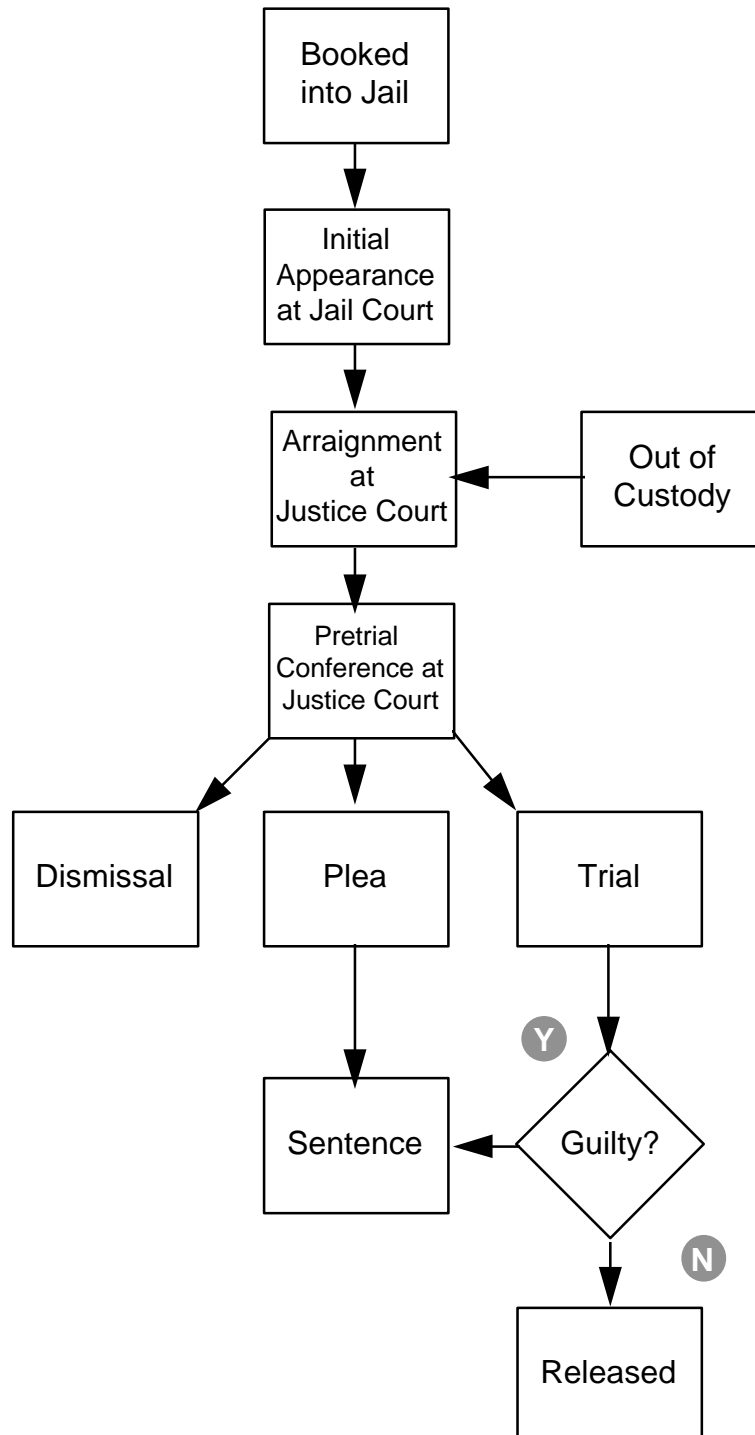
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The following chart outlines the flow misdemeanor cases through the Justice Courts.

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Misdemeanors



As shown, the Justice Courts play an important role in the early stages of most felony cases as the site of the felony Preliminary Hearing. The purpose of the Preliminary

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Hearing is to determine whether or not there is sufficient evidence to try a defendant on felony charges. A Justice of the Peace at a Preliminary Hearing may either dismiss the case, reduce the charges to misdemeanors, accept a defense motion to waive the hearing, or rule that the defendant should be “held to answer” and his or her case “bound over” to Superior Court. The first proceeding in Superior Court is the Arraignment, in which the defendant’s plea of guilty or not guilty is accepted; if the defendant pleads not guilty, a trial date is set; if the plea is guilty, a date is set for sentencing.

In nearly 90% of all cases, the actual Preliminary Hearing is not held. The defendant, attorneys, police and other witnesses travel to the Justice Court, confer about the case and the evidence, and a plea agreement is reached. In these instances the Preliminary Hearing is waived.

For defendants held in custody, the Superior Court Arraignment must be held within 10 days of the Preliminary Hearing; in Maricopa County, the average is currently 9 days. For all practical purposes, these 9 days within the process are “dead” time; no activity takes place to move the case forward to disposition save the transfer of the case file from the Justice Court to Superior Court. During this nine-day period, the defendant waits in jail and adds to the problem of overcrowding. Furthermore, many defendants who agree to guilty pleas at the time of their Preliminary Hearing subsequently change their minds by the time they appear in Superior Court for their Arraignment, thereby adding further delay.

Because of these problems, many efforts to speed case processing times have focused on eliminating the delay between the Preliminary Hearing and Arraignment by effectively combining them or holding the two events one after the other. There is no legal barrier to achieving this goal; what is required is only changing processes and bringing different parties together at the right place at the right time. The two general approaches have been to either remove Preliminary Hearings from the Justice Courts and conduct them in Superior Court concurrent with an Arraignment, if necessary, or by co-locating the Justice Courts into a smaller number of sites so that a Superior Court Commissioner can be made available to conduct an Arraignment immediately after the Justice Court proceeding.

Option A: Retain individual Justice Court sites but add system enhancements

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Under this option, no real changes are made in the Justice Courts system, but several potential technological and procedural enhancements are put in place to improve case processing. Enhancements would include the following:

- Expand the use of video conferencing from six to all Justice Courts. Implementing video conferencing would require installing one video package per justice court, at a cost of \$8,361 for equipment and \$119 in annual operating costs. In order to take full advantage of the equipment, the cooperation of the Justices of the Peace and other staff will be essential.
- Eliminate the “not guilty” arraignments in Superior Court (currently under development by Superior Court; to be piloted in spring 1998).
- Ensure case status information (primarily cases-not-filed) has high priority in communicating between County Attorney, Justice Courts, Public Defender, and Sheriff’s Office.
- Prioritize handling of criminal cases at the Justice Courts to those involving in-custody defendants, court interpreters, and Public Defenders (this item is to be discussed in the near future at a Justices of the Peace bench meeting).

The work group discussed the feasibility of having a Superior Court commissioner take pleas immediately following a Preliminary Hearing under this option, either on-site or via video. Based on the discussion of the scheduling and coordination required to do this at 21 different Justice Courts, we conclude that this is not feasible with individual Justice Court sites.

Benefits:

- Reduce transportation time and expense: Increasing the use of video will reduce the Sheriff’s cost to transport some misdemeanor defendants. Also, the County Attorney and Public Defender should be able to save some staff time and mileage.
- *The nine-day delay between the Preliminary Hearing and Arraignment could be eliminated in cases where the defendant pleads “not guilty”:* The full benefit in terms of jail population reduction would only be achieved if trial dates are moved back as well.

Disadvantages:

- Minimal reduction in workload: Even though the Sheriff’s Office should see some minor transportation cost decreases, the workload would generally remain the same. At the jail, the Sheriffs’ Office will still allocate staff to escort more defendants to the video conference room, operate video equipment and provide supervision. The

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County Attorney and the Public Defender will still have to maintain the same level of staffing.

Option B: Co-locate the Justice Courts into Several Regional Centers

Co-location refers to systematically moving existing Justice Courts and future courts into several regional sites. This option assumes that the changes made in Option A are also made under this option. The Justice Courts would be located at the same site, but would otherwise operate independently of each other, and Justices of the Peace would still retain all cases originating in their precincts. Co-location would allow individual Justice Courts to share resources with other Justice Courts. Also, co-location would assist the County Attorney, Public Defender, and the Sheriff's Office in allocating their resources in a more cost-effective manner. The following tables represent two possible scenarios for co-location which were developed by the Co-Location Work group:

CONFIGURATION A SIX REGIONAL SITES, TWO OUTLYING		CONFIGURATION B FOUR REGIONAL SITES, THREE OUTLYING	
SITE 1:	EAST MESA WEST MESA NORTH MESA SCOTTSDALE	SITE 1:	EAST MESA WEST MESA NORTH MESA SOUTH MESA CHANDLER TEMPE
SITE 2:	SOUTH MESA CHANDLER	SITE 2:	CENTRAL EAST PHX II WEST PHX SOUTH PHX EAST PHX I
SITE 3:	TEMPE	SITE 3:	SCOTTSDALE NORTHWEST NORTHEAST
SITE 4:	BUCKEYE MARYVALE TOLLESON	SITE 4:	MARYVALE TOLLESON GLENDALE PEORIA
SITE 5:	GLENDALE NORTHWEST PEORIA NORTHEAST	OUTLYING SITES:	BUCKEYE GILA BEND WICKENBURG
SITE 6:	CENTRAL EAST PHX II WEST PHX SOUTH PHX EAST I		
OUTLYING SITES:	GILA BEND WICKENBURG		

Benefits:

- Space savings: A 1995 study by the ADM Group showed that co-locating can reduce overall Justice Court building space needs by 12.5% or more through sharing of

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auxiliary hearing rooms, waiting rooms, attorney offices, victim/witness rooms and prisoner holding tanks.

Justice Courts Space Savings	
Total Justice Courts square feet (FY 98):	131,161
ADM Group projected savings 12.5% (square feet)	16,395
New Justice Courts Projected Space needs	114,766
Total Annual Space Costs:	\$ 1,815,099
Average Justice Court Square Feet Costs	\$ 13.84
Annual projected savings	\$ 226,887

- **Reduced costs for court services:** Co-locating offers the opportunity to reduce the number of security personnel, the number of walk-through metal detectors and the number of hand-held metal detectors by half. Instead of each court having its own security complement, the courts could share security staff and equipment and maintain a higher level of security at less cost as summarized in the following table:

Justice Courts Security Costs			
Description	Costs	# Units	Totals
Security guards (2): salary	\$39,940	19	\$ 758,860
Security guards: benefits	9,186	19	174,534
<i>Total Annual Costs (Non-colocation)</i>			933,394
<i>Total Annual Costs (Co-location)</i>			466,697
Savings			\$ 515,823
Metal detectors: walk thru	\$ 6,300	19	\$ 119,700
Metal detectors hand held (2)	270	19	5,130
<i>One time Set-up Costs (Non-colocation)</i>			124,830
<i>One time Set-up Costs (Co-location)</i>			62,415
Savings			\$ 68,985
<i>Total Annual & Set-up Costs (Non-colocation)</i>			\$ 1,058,224
<i>Total Annual & Set-up Costs (Co-location)</i>			529,112
Total Savings			\$ 584,808
Note:			
Currently, there are only six justice courts with security; Justice Courts Administration plans to bring three more courts on-line. Eventually all of the Justice Courts will have security and that assumption is what the numbers above are based on. A full complement of security consists of two security guards and two hand held metal detectors.			

Besides security savings, co-location should reduce interpreter and court reporter costs. In the current system, each Justice Court contracts with County-approved vendors for interpreters and court reporters. If co-location is implemented the Justice Courts could hire interpreters and court reporters as permanent county employees who could then support the co-located site rather than using expensive freelance service providers.

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- Staff Savings for the County Attorney and Public Defender: Co-location will allow the County Attorney and the Public Defender to realize some minor efficiencies in scheduling. The County Attorney estimates that its Bureau Chief in charge of the Preliminary Hearing Bureau could save a minimum of four a week in scheduling staff. The Public Defender could see similar savings, though probably not as much as the County Attorney.
- Reduce the Number of Inmate Transport Trips: Instead of the Sheriff's Office transporting inmates to 19 Justice Court locations this option would reduce the number of locations to about nine. The benefits would include not only reduced costs for the Sheriff's Office but better security and increased public safety.
- Reduce Jail population growth: **Maricopa County could save 237 jail beds per week (today) for an annual savings of \$3,179,059 using a per diem rate of \$36.75.** In several regional Justice Court centers, it would be feasible to either station a Superior Court Commissioner on site or make one available by video to conduct Arraignments. OMB used the following formula to calculate this information:

Reduction of Jail Beds						
Ave # of In-custody Defendants	Weeks	Total # of In-custody Defendants	Ave. Stay Per Defendants	Total Days	Days	Total Beds/Day Saved
185	52	9,620	9	86,580	365	237
Cost Savings						
Beds saved per day	Per Diem	Savings Per Day	Days	Annual savings		
237	36.75	8,710	365	\$ 3,179,059		

- Reduce the incidence of "failed pleas" and failures to appear at Arraignment: As noted in the 1995 OMB report, it is estimated that 34% of cases in which the Preliminary Hearing is waived with a guilty plea, the defendant either changes his or her plea or fails to appear at the Arraignment. Instead of being scheduled for sentencing, these cases are set for trial. The attorneys must re-open and reassess the case and attend additional court hearings, which cost time and money. The case may result in a new plea agreement or even a full trial. A regional center would eliminate this additional workload by removing the opportunity for failures-to-appear and failed pleas. Out-of-custody defendants are arrested for failing to appear and are held in jail, and in-custody defendants stay in jail longer pending their sentences. **If failed pleas are reduced, the County could see savings of 35 jail beds per day for an annual savings of \$469,481. As for failures to appear, the County could save 75 jail beds per day for an annual savings of \$1,140,168. This item combined with the previous one would save Maricopa County 347 jail beds per**

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day. Based on increasing caseloads, assuming a 6.07% growth rate, this could save an estimated 466 jail beds that the County would otherwise have to construct over the next five years.

Disadvantages of Co-location without Coordination:

- Many Justices of the Peace believe that their courthouses should be located within their precincts, which co-location would often prohibit.
- Co-locating into regional sites may reduce the community presence of some of the Justices of the Peace.
- Citizens and law enforcement personnel may, in some instances, travel further to appear at a Justice Court; however, in many cases citizens might actually travel less.

Option C: Co-locate the Justice Courts and Coordinate Caseloads and Calendaring

Beyond merely co-locating the Justice Courts, cases and scheduling could be coordinated between the Justices of the Peace if they chose to do so.

Benefits:

Co-locating the Justice Courts and coordinating the caseloads and calendaring has all the same benefits as co-locating without coordinating (Option B), but would entail additional advantages:

- Even distribution of clerical and judicial workload: For 1997, Judicial Productivity Credits for the Justices of the Peace in the Phoenix metropolitan area ranged from 806 to 1,820. Co-locating courts and coordinating calendars would provide a greater opportunity to level judicial workload on a short-term basis. In addition, clerical workload could be shared among a large clerical pool, depending on the assignment of tasks. This would result in better coverage for clerical tasks and better back-up for clerical employees.
- Staff savings: The County Attorney, Public Defender, and the Sheriff's Office will obtain greater savings with this option, especially in terms of staff time. **The County Attorney estimates co-locating with caseload coordination could save 4-5 FTEs for an annual savings of about \$247,639. The Public Defender estimates they could save .5 FTEs for a savings of \$29,069;** however, OMB thinks this number is too low, if the County Attorney could save almost 20% in attorney staff, the Public Defender should see similar results, even a 10% savings would save the County **\$84,717**. Additionally, Justice of the Peace *pro tempore* costs may be reduced

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because of the immediate availability of other JP's (JP's *pro tempore* are paid \$37.50 a hour and fill-in when the Justice of the Peace is not present.).

- Standardization of Justice Courts' procedures: Efforts to standardize Justice Court procedures can be enhanced by reducing the number of sites and cross-training Justice Courts' staff.

Disadvantages:

- To be effective, this option would require the full cooperation of the Justices of the Peace in coordinating their calendars.

Option D: Establish several regional Superior Court centers to conduct felony Preliminary Hearings.

An alternative to co-location is to conduct all felony Preliminary Hearings at several regional centers or at one location in downtown Phoenix. A variation would be to have Justices of the Peace retain only out-of-custody cases. In these scenarios, cases would be filed directly into Superior Court, where a Court Commissioner/Judge *pro tempore* would conduct a combined Preliminary Hearing and Arraignment.

Benefits:

- The same benefits that are derived from the co-location with coordination option, so long as ALL cases, not just in-custody cases, are handled through the Superior Court centers; if not, some current problems could be compounded because the criminal justice agencies would have to appear in several additional sites. The benefit of regional centers for all cases is the same as Option C.
- County Attorney/Public Defender travel time savings: If all Preliminary Hearings were held at one downtown site, there would be a major impact for the County Attorney, Public Defender, and Sheriff's Office in reducing travel time. According to a 1995 OMB Research Report, the Public Defender could save over 1,200 hours per year. The savings for the County Attorney would be somewhat less because its staff would still have to travel to the Justice Courts for misdemeanor cases.

It is difficult to determine what savings the Sheriff's Office would realize because in once instance, the number of felony transport locations would be reduced, but on the other hand the Sheriff's Office would still have to transport misdemeanor inmates to the same number of Justice Courts, so in essence could be a "wash."

Disadvantages:

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- Removes jurisdiction in conducting felony Preliminary Hearings from the Justices of the Peace.
- Regional Superior Court centers provide no more benefits than regional Justice Court centers, but without benefits related to Justice Court operations.
- If all Preliminary Hearings are held downtown, police, witnesses and victims could be significantly inconvenienced.
- Without co-locating Justice Courts, this option would merely add one or more additional courts to be served by the criminal justice community, thereby increasing costs.

Summary of Options

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The following table provides a summary of the different options with their cost savings/cost avoidance:

Summary of Options			
Options	Department	Cost Savings/Cost Avoidance	Description
A	Justice Courts:	\$ -	Difficult to place an estimate on this.
	Other Departments:	Reduced trips, minor staff savings	
	Jail Savings:	\$ -	
B	Justice Courts:	\$ 226,887	Space savings.
		\$ 515,823	Annual Security.
		\$ 68,985	Security Start-up.
	Other Departments:	Reduced trips, minor staff savings	
	Jail Savings:	\$ 36,645,774	Capital costs for 466 jail beds.
		\$ 3,179,059	Current jail bed annual savings; this increases to 4.3 million in annual savings within five years.
	Total Start-up	\$ 36,714,759	
	Total Annual	\$ 3,921,769	
C	Justice Courts:	\$ 226,887	Space savings
		\$ 515,823	Annual Security
		\$ 68,985	Security Start-up
	Other Departments:	Staff efficiencies and savings	Difficult to place a number on this
		\$ 300,000	Estimated staff savings for County Attorney & Public Defender
	Jail Savings:	\$ 36,645,774	Capital costs for 466 jail beds
		\$ 3,179,059	Current jail bed annual savings; this increases to 4.3 million in annual savings within five years.
	Total Start-up	\$ 36,714,759	
	Total Annual	\$ 4,221,769	
D	Justice Courts:	\$ -	The same cost savings are derived from the co-location w/coordination option, so long as ALL cases, not just in-custody cases, are handled through the Superior Court centers; if not, some current problems could be compounded because other depts., would have to appear in several sites. Also, County Attorney and Public Defender will realize travel time savings and the Sheriff's Office will see a reduction in inmate transportation though placing cost savings is extremely difficult.
	Other Departments:	Staff efficiencies and savings	
	Jail Savings:	\$ 36,645,774	
		\$ 3,179,059	
	Total Start-up	\$ 36,645,774	
	Total Annual	\$ 3,179,059	

Cost of Establishing New Precincts

The following two tables outline both the start-up and annualized costs to establish one new Justice Court in Maricopa County by option:

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Start-up and Annualized Costs for one new Justice Court				
	Option A	Option B	Option C	Option D
Justice Courts				
Start-up costs	\$ 147,165	\$ 147,165	\$ 147,165	\$ 147,165
Salaries/benefits	362,101	362,101	362,101	362,101
Supplies/services	194,595	160,595	160,595	194,595
Subtotal	\$ 556,696	\$ 522,696	\$ 522,696	\$ 556,696
Constables' Office				
Start-up costs	\$ 35,000	\$ 35,000	\$ 35,000	\$ 35,000
Salaries/benefits	52,139	52,139	52,139	52,139
Supplies/services	2,270	2,270	2,270	2,270
Subtotal	\$ 54,409	\$ 54,409	\$ 54,409	\$ 54,409
Public Defender				
Start-up costs	\$ 41,055	\$ 41,055	\$ -	\$ 41,055
Salaries/benefits	128,390	128,390	-	115,551
Supplies/services	12,873	12,873	-	12,873
Subtotal	\$ 141,263	\$ 141,263	\$ -	\$ 128,424
County Attorney				
Start-up costs	\$ 37,875	\$ 37,875	\$ -	\$ 37,875
Salaries/benefits	126,964	126,964	-	101,572
Supplies/services	12,369	12,369	-	12,369
Subtotal	\$ 139,333	\$ 139,333	\$ -	\$ 113,941
Sheriff's Office				
Start-up costs	\$ 38,813	\$ 38,813	\$ -	\$ 38,813
Salaries/benefits	48,027	48,027	-	48,027
Supplies/services	2,201	2,201	-	2,201
Subtotal	\$ 50,228	\$ 50,228	\$ -	\$ 50,228
Total: Start-up Costs	\$ 299,908	\$ 299,908	\$ 182,165	\$ 299,908
Total: Annualized Costs	\$ 941,929	\$ 907,929	\$ 577,105	\$ 903,698
Total: First Year Costs	\$ 1,241,837	\$ 1,207,837	\$ 759,270	\$ 1,203,606
Note: Option C assumes no increase in caseloads.				

RECOMMENDATIONS

The issues presented in this report are extremely complex, and have proven difficult to fully analyze and explain because they involve the interaction of many personnel from a number of different agencies. The future direction of the Justice Courts effects not only

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the Courts themselves, but the entire County criminal justice system, and has a significant impact on the County's ability to provide for its future jail space needs. OMB therefore recommends the following:

1. Create no more than two new Justice Court precincts in order to comply with statutes. Two new precincts should allow Maricopa County maintain legal compliance through 2001.
2. Adopt a *Policy on Justice Court Co-location and Caseload Coordination*. The number of present and future Justice Courts is too great to continue to cost-effectively maintain individual locations. Co-location, particularly with caseload coordination by the Justices of the Peace, will bring substantial operating cost savings and will enable the County to keep the current jail facility master plan without expansion. In the mean time, Justice Courts should remain in existing facilities, with only minimal renovations that are absolutely necessary.
3. Justice Court Administration should coordinate the clerical operations of courts that are already co-located and examine the impact on staffing needs. If combined with process re-engineering, this step could change the space requirements for co-located Justice Court centers.

Co-location Work group Participants:

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Public Defender:	Jim Haas, Diane Terribile
Sheriff's Office:	Jerry Swatzell, Allen Cradic, Jerry White, Jim Mann, Frank Keltch